

Message Text

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TO AMEMBASSY BELGRADE

AMEMBASSY PARIS

C O N F I D E N T I A L STATE 237919

NESCO

E.O11652: GDS

TAGS: AORG, OCON, UNESCO

SUBJECT: REQUEST FOR YUGOSLAVIA'S SUPPORT FOR ISRAEL'S
INCLUSION IN UNESCO EUROPEAN REGION

REFS: A) STATE 224244; B) STATE 223298

1. SUMMARY: EMBASSY SHOULD APPROACH GOY AT APPROPRIATE
LEVEL AND ASK THAT GOY DELEGATION TO 19TH UNESCO GENERAL
CONFERENCE (NAIROBI, OCTOBER 26 - NOVEMBER 30, 1976)
SUPPORT EXECUTIVE BOARD RECOMMENDATION THAT GENERAL
CONFERENCE BASE ITS ASSIGNMENT OF MEMBER STATES TO GEO-
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GRAPHIC REGIONS ON THE WISHES OF THE MEMBERS OF THE REGION

CONCERNED AND THAT WHEN THIS PROCEDURE HAS BEEN ADOPTED, GOY DELEGATION SUPPORT ISRAEL'S REQUEST FOR ASSIGNMENT TO EUROPEAN REGION. END SUMMARY.

2. IN 1974 THE 18TH GENERAL CONFERENCE (GC) OF UNESCO REJECTED ISRAEL'S REQUEST FOR ASSIGNMENT TO EUROPEAN REGION, LEAVING ISRAEL THE ONLY MEMBER THEN UNASSIGNED TO A REGIONAL GROUPING. (EUROPEAN REGION OF UNESCO INCLUDES BOTH WESTERN AND EASTERN EUROPE, AS WELL AS U. S. AND CANADA.) 18TH GC VOTE WAS 33-48(YUGOSLAVIA) WITH 31 ABSTENTIONS AND 22 "ABSENT". THIS POLITICALLY INSPIRED GESTURE WAS ONE OF GC'S ANTI-ISRAELI ACTIONS THAT TRIGGERED CONGRESSIONAL CUT-OFF OF U. S. PAYMENTS TO UNESCO. ALL MEMBERS VOTED ON ISRAEL, AS ON ALL REGIONAL ASSIGNMENTS, WITH NO SPECIAL CONSIDERATION FOR VIEWS OF REGION CONCERNED. ANTI-ISRAEL VOTE WAS SPEARHEADED BY ARAB AND MOSLEM STATES AND SUPPORTED BY USSR AND EASTERN EUROPEANS, EXCEPT ROMANIA, WHICH WAS "ABSENT". IF GC HAD FOLLOWED TRADITION OF LEAVING A LARGELY REGIONAL MATTER TO REGIONAL GROUPING ITSELF, THE SUPPORT OF GREAT MAJORITY OF WESTERN MEMBERS OF EUROPEAN REGION WOULD HAVE INSURED ISRAEL'S ADMISSION.

3. WITH 18TH GC ACTION IN MIND AND WITH DIRECTOR GENERAL M'BOW'S STRONG SUPPORT, 40-MEMBER UNESCO EXECUTIVE BOARD LAST FALL RECOMMENDED THAT 19TH GC, IN UPDATING REGIONAL ASSIGNMENTS, BE GUIDED BY VIEWS OF MEMBERS OF RELEVANT REGION. (IN ADDITION TO ISRAEL, THREE NEW MEMBERS -- SURINAM, GRENADA AND SAN MARINO -- HAVE NOT YET BEEN ASSIGNED TO REGIONS.) VOTE IN BOARD WAS 25 (YUGOSLAVIA)- 3 (BULGARIA, GDR, USSR) - 3 ABSTENTIONS, WITH 9 (ARABS/ MOSLEMS) COUNTED "ABSENT." SINCE RESOLUTION CONTAINING BOARD'S RECOMMENDATION WAS CLEARLY UNDERSTOOD TO BE FIRST STEP IN REVERSING GC'S DECISION AGAINST ASSIGNING ISRAEL TO EUROPEAN GROUP, YUGOSLAV MEMBER'S SUPPORT SUGGESTS A MAJOR CHANGE IN GOY'S POSITION ON THIS ISSUE.

4. ULTIMATE SUCCESS AT 19TH GC OF EXECUTIVE BOARD ACTION AIMED AT GIVING MEMBERS OF REGION CONCERNED DECISIVE ROLE IN ASSIGNMENTS TO THAT REGION WILL DEPEND MAINLY ON WHETHER EE'S AND ARABS ARE PREPARED AT LEAST NOT TO ACTIVELY
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OPPOSE ISRAEL'S REQUEST TO BE ASSIGNED TO EUROPEAN REGION. SINCE A FAVORABLE OUTCOME ON THIS ISSUE IS PREREQUISITE TO RESUMPTION OF U.S. PAYMENTS TO UNESCO AND RESOLUTION OF ORGANIZATION'S GROWING FINANCIAL CRISIS, DEPT. IS SEEKING TO GARNER SUPPORT FOR THE NEW PROCEDURE OR, AT MINIMUM, TO DISCOURAGE ACTIVE OPPOSITION, WHEREVER THERE IS ANY CHANCE OF SUCCESS. (REF B ASKED EMBASSY BUCHAREST TO SEEK ROMANIAN COOPERATION.)

5. GIVEN CRITICAL, PERHAPS DECISIVE IMPORTANCE OF THIS ISSUE TO FUTURE OF U.S. RELATIONS WITH UNESCO AS WELL AS OF ORGANIZATION ITSELF, DEPT. HOPES GOY WILL SUPPORT ADOPTION OF EXECUTIVE BOARD PROCEDURE TO GIVE REGIONS DETERMINING VOICE IN THEIR MEMBERSHIP AND WILL SUPPORT GC OMNIBUS RESOLUTION COMPLETING REGIONAL ASSIGNMENTS, INCLUDING ASSIGNMENT OF ISRAEL TO EUROPEAN REGION- EMBASSY IS REQUESTED TO TAKE EARLY OPPORTUNITY TO MAKE APPROPRIATE REPRESENTATIONS, EXPRESSING APPRECIATION FOR YUGOSLAV SUPPORT OF U. S. IN UNESCO ON PREVIOUS OCCASIONS AND HOPE THAT YUGOSLAVIA WILL SUPPORT U. S. EFFORTS TO DEPOLITICIZE UNESCO, INCLUDING OPPOSITION TO ANY FURTHER ANTI-ISRAEL ACTIONS BY GC.

6. IN ADDITION TO UNDERSCORING GRAVITY OF PRESENT CRISIS IN U.S./UNESCO RELATIONS PRECIPITATED BY POLITICAL ACTS OF PREVIOUS GC, EMBASSY SHOULD, AT ITS DISCRETION AND IN LIGHT OF LOCAL CIRCUMSTANCES, STRESS FOLLOWING POINTS :

(A) THERE IS REAL DANGER THAT OPPOSITION TO ISRAEL'S ASSIGNMENT TO EUROPEAN REGION COULD SERIOUSLY DIVIDE 19TH GC, TO THE GREAT DISPLEASURE OF AFRICAN AND OTHER THIRD WORLD MEMBERS THAT ARE ANXIOUS TO SUPPORT DG M'BOW (FIRST BLACK AFRICAN TO HEAD A MAJOR UN AGENCY) AND MAKE THIS GC, THE FIRST TO BE HELD IN AFRICA, A SUCCESS.

(B) CONTINUED EXCLUSION OF ISRAEL FROM EUROPEAN REGION, OR ANY ADDITIONAL ANTI-ISRAELI ACTIONS, WOULD BE CERTAIN TO RESULT IN CONGRESS CONTINUING TO WITHHOLD FUNDS, PROLONGING UNESCO'S SERIOUS FINANCIAL PLIGHT, JEOPARDIZING U. S. PARTICIPATION IN UNESCO AND UNDERMINING NOT ONLY UNESCO BUT IN BROADER SENSE, UN ITSELF.

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(C) CONTINUED EXCLUSION OF ISRAEL, IF DIRECTLY RELATED TO EASTERN EUROPEAN OPPOSITION FROM WITHIN REGION, COULD ENCOURAGE DISCUSSION OF SPLITTING EUROPEAN REGION INTO WESTERN AND EASTERN COMPONENTS, CORRESPONDING TO PRESENT SITUATION WITH RESPECT TO ELECTORAL GROUPS. SUCH A MOVE WOULD GREATLY HANDICAP EAST-WEST COOPERATION IN UNESCO FORUM, PARTICULARLY IN CONNECTION WITH POST-CSCE ACTIVITIES SPONSORED BY UNESCO, AND WOULD BE ESPECIALLY UNWELCOME TO YUGOSLAVS.

7. PLEASE REPORT RESULTS ASAP TO DEPT. AND U.S. PERM DEL TO UNESCO.

8. FOR PARIS: PERM DEL MAY WISH TO INFORM YUGOSLAV

PERM REP TO UNESCO THAT WE ARE MAKING THIS APPROACH AND
FOLLOW-UP WITH FURTHER DISCUSSION AFTER WE HAVE RECEIVED
REPORT FROM EMBASSY BELGRADE. KISSINGER

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